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Issued on behalf of
THE COMMUNITY PROJECTS ADMINISTRATION
(Planning Commission)
GOVERNMENT OF INDIA

CONTENTS

INTRODUCTION
PAGE 3

CHAPTER I
PROGRESS OF THE WORK
PAGE 9

CHAPTER II
PEOPLE'S PARTICIPATION
PAGE 14

CHAPTER III
TRAINING OF PERSONNEL
PAGE 19

CHAPTER IV
WHAT ARE THE DIFFICULTIES?
PAGE 24

CHAPTER V
CONCLUSION
PAGE 28

ANNEXURE
PAGE 30

INTRODUCTION

About 18 montns ago when the idea of Community Development Programme was being discussed in New Delhi by the representatives of the Central and the State Governments, they were not quite sure how the programme would shape in actual practice. There was no previous experience. On the other hand, even in its restricted form at that time, the programme constituted one of the biggest projects of its kind ever undertaken in any part of the world.

The sponsors of the programme had to start from scratch. Their only asset was the determination to do their best and an acute consciousness that urgent and effective measures were necessary to raise the standard of living of the people.

A bold approach was necessary. The problem was to raise the standard of living of 360 millions. A few pilot projects here and there would not meet the requirements of the situation. The Government of India planned on a big scale and decided to start schemes of rural development in all parts of the country covering as large a section of the population as possible, subject only to the limitations of resources and trained personnel.

The programme placed before the country was equally comprehensive. It embraced all aspects of development in the life of rural India and aimed at an increase in production, employment, literacy and amenities of life. A definite date was set for the completion of each project.

The programme had to be launched on a war basis. It was to be war against poverty and disease and for a fuller and freer life for India's millions.

DEMOCRATIC EXPERIMENT

The country accepted the programme with acclamation. There were cynics who questioned the capacity of the Government to carry out a programme of this character and magnitude. They hinted at the conservatism of the Indian masses and forecast nothing but failure. A year's working of the programme has shown that such pessimism was not justified. The initial diffidence of the officials has now yielded to robust confidence. The people have responded in most places and proved that they can work as hard as any other people in the world when suitable opportunities are given and supplies and services, including finance, are assured.

THE PROGRAMME

It was in May 1952 that the Government of India decided, in consultation with the State Governments, to launch the Community Development Programme and it was inaugurated in 55 project areas all over India on October 2, 1952. More community projects were launched in 1953 in two successive instalments and by this time work is afoot in 220 development blocks covering about 23,650 villages with a population of 21.5 millions.

The community projects involve intensive operations spread over a period of three years, but improvement in rural life is a permanent process. For this reason, the Government of India decided early in 1953 on the introduction of the National Extension Service. This was done on the recommendations of the Grow More Food Enquiry Committee and the aim is to cover a total of 120,000

villages comprising nearly one-fourth of the rural population within the period of the Plan. The Community Development Programme was integrated with the National Extension Service.

The National Extension Service was inaugurated all over India on October 2, 1953—just a year after the inauguration of the community development programme. As the first instalment, the Central Committee, i.e. the Planning Commission in its capacity as the Central Committee for the National Extension Service, allotted 237 blocks for the year 1953-54.

The total coverage under the combined programme at present is as follows:

Community Project Blocks	*Villages*	*Population (millions)*
220 (including 3 blocks for Jammu and Kashmir State)	23,650	21.5
237 National Extension Service Blocks	23,700	15.6
457	47,350	37.1

It is necessary to explain the interrelation between community development programme and extension work. In both the programmes, the work of agricultural extension is a common factor. But in the community projects, the works programme is more comprehensive. Thus, a development block which has received attention under the extension programme can subsequently be included in the community programme. The pace at which this to take place will depend on the available external and internal resources and the response of the people. The selection of the areas for intensive development under the community

programme will be made according to the proposals received from the State Governments and certain other criteria to be determined in consultation with the State Governments.

The total programme for the Plan period is to undertake 1,200 blocks under the National Extension Service. Out of these, 700 blocks consisting of about 70,000 villages and a population of 49 millions will receive attention under the intensive development programme. The remaining 500 blocks consisting of about 50,000 villages and a population of 35 millions will be taken up under the Extension Programme.

THE SERVICES

The principal activities in a typical community project block are:

(a) *Agriculture and Allied Fields*

- (i) The reclamation of available virgin and waste lands;
- (ii) the provision of water for irrigation through canals, tube-wells, surface wells, tanks, lift irrigation from rivers, lakes and pools, etc.;
- (iii) the provision of quality seeds, improved agricultural techniques, veterinary aid, improved agricultural implements, marketing and credit facilities, breeding centres for animal husbandry, soil research and manures;
- (iv) the development of inland fisheries, fruit and vegetable cultivation, arboriculture, including planting of forests and reorganisation of dietetics;
- (v) key village schemes.

(b) *Co-operative Societies*

The formation of new co-operative societies and strengthening of existing societies in order to

bring every family in the area under the influence of the movement.

(c) *Employment*

(i) The encouragement of cottage, medium and small-scale industries;

(ii) the encouragement of employment through planned distribution, trade, auxiliary and welfare services, wherever possible, on a co-operative basis.

(d) *Communications*

The provision of roads, encouragement of mechanical road transport services and development of animal transport.

(e) *Education*

The provision of compulsory and free education at the elementary stage, high and middle schools, social education and library services.

(f) *Health*

The provision of sanitation and public health measures, medical aid for the ailing, pre-natal and ante-natal care and midwifery services.

(g) *Training*

(i) The provision of refresher courses for improving the standard of existing artisans;

(ii) the training of agriculturists, extension assistants, supervisors, artisans, managerial personnel, health workers and executive officers for the projects.

(h) *Housing*

The provision of improved techniques and designs for rural housing and housing in urban areas.

(i) *Social Welfare*

(i) The provision of community entertainment by utilising local talent and culture, audio-visual aid for instruction and recreation;

(ii) the organisation of local and other sports, *melas*, co-operatives and self-help movements.

In a block selected under the Extension Programme, the agricultural and allied activities remain the same as in the case of community projects. But as already stated, the other works programme is less comprehensive. Consequently, an extension block costs less. For example, while the cost of a community project development block for three years is Rs. 15 lakh, the extension block costs Rs. 7½ lakh.

COST

In the Five Year Plan a total of Rs. 101 crore has been recommended for expenditure on the community projects and the national extension blocks. The total cost for three years on the 55 community projects and 55 development blocks launched in 1953 amounts to over Rs. 46 crore, including about 10.5 million dollars (or about Rs. 5 crore) of U.S. assistance under the Indo-U.S. Technical Co-operation Scheme. The U.S. assistance is being utilised for purchasing from abroad equipment required for the community projects. The rest of the funds allotted for the National Extension Service in the Five Year Plan will be utilised for the other development blocks.

CHAPTER I

PROGRESS OF THE WORK

THE Community Development Programme officially came into operation on October 2, 1952, when work began in 77 development blocks. More blocks were brought into the scheme subsequently. The stages are as below:

	Development Blocks (Nos. undertaken)
Inauguration Day, October 2, 1952 ..	77
June 1953	67
October 2, 1953	23
October 31, 1953	53
Total ..	220

These blocks comprise approximately 23,650 villages and a population of 21.5 millions.

On October 2, 1953, the National Extension Service was launched and the Community Programme merged with it. For 1953-54, the total number of National Extension Service Blocks allotted by the Central Committee is 237 comprising 23,700 villages with a population of 15.6 millions.

Thus, at present, nearly 47,350 of India's 550,000 villages are receiving attention either under the Community Programme or the National Extension Service. Similarly, over

37 millions of 296 millions of India's rural population are covered by these two programmes. In short, one out of every eight villagers is receiving attention as against a target of one out of every four set for the period of the Five Year Plan.

PEOPLE'S RESPONSE

The progress of the community projects has to be assessed in terms of the popular response it has aroused as well as those of physical achievement. While progress in terms of the latter is certainly a desirable result, the sponsors of the Community Development Programme place much greater emphasis on the effect which the programme has created on the people. It has been recognised that India's rural problem cannot be solved unless we are able to bring about a change in the mental outlook of the people and instil in them an ambition for higher standards of life and the will and determination to work for such standards.

The result of one year's working of the community projects indicates that people are sufficiently responsive to specific development programmes provided the administrative machinery plays its part in organising essential supplies and services and gives a certain amount of financial assistance. Where these essential pre-requisites have been forthcoming, the response of the people to the programme has been enthusiastic.

It is necessary to ensure that this spontaneous public co-operation does not wither away either because of faulty official approach or for lack of a properly organised scheme of action for the people. The enthusiasm which has been generated will now have to be consolidated so that a firm superstructure can be built on the willing support of the people.

Apart from the enthusiastic response of the public, the physical achievements of the first year's working of the community projects is also not inconsiderable.

The statistics given below relate to the activities in the 77 blocks in which work was begun on October 2, 1952 and also to three months' working in the 67 blocks started in June 1953. In assessing the progress, it is important to note that in the earlier months the project authorities spent most of their time in preparatory preliminary work and secondly that progress at the initial stages was hampered for lack of trained personnel. Subject to these observations, some of the highlights of progress achieved in important sectors of work are given below.

Agricultural and Allied Services

The main items of work in the agricultural sphere have been the propagation of intensive cultivation methods, the reclamation of waste land, better animal husbandry services and minor irrigation works. The supply of fertilisers and manures, improved seeds, agricultural implements, etc., forms an important feature of the work done. Nearly one and a half lakh of compost pits have been dug and about 6½ lakh maunds of fertilisers and about 215,000 maunds of seeds have been distributed.

A total of 54,968 acres of land has been reclaimed in the community project areas during the first year. In addition, 130,329 acres of land have been brought under additional irrigation. Moreover, over 27,000 acres of land were brought under fruit and vegetable cultivation.

In the sphere of animal husbandry, 160 breeding and artificial insemination centres were opened and nearly 11 lakhs of cattle were inoculated against diseases. In some

project areas the development of fisheries has been an important aspect of work. Over 21 lakhs of fingerlings were raised for fish culture.

Nearly 9,000 wells were renovated and over 1,300 new wells constructed. Twelve tube-wells were also constructed. Over one lakh yards of new drains were laid and 15,000 soakage pits dug.

Education

In the sphere of education, 1,368 new schools were started and 225 schools were converted into basic schools. Meanwhile, 3,556 adult education centres were opened and 59,142 adults were under training. Also, 2,868 recreation centres were started.

Road construction has been an equally important activity. In the first year, 3,291 miles of kutcha roads and about 145 miles of pucca roads were constructed.

Village Councils

In the planning and execution of the programme in the Community Project and NES areas, the maximum use is being made of popular local organisations like the panchayats and the Union Boards. Wherever these are active, they are always utilised. In some areas, success has been achieved by entrusting development activities to *ad hoc* non-statutory bodies. These organisations are called by various names. In Madhya Pradesh, for instance, they are known as *Gram Vikash Mandals;* in Orissa as *Gram Mangal Samities;* and in Madras as *Gram Seva Sanghams;* while in West Bengal they are known as *Palli Unnayan Samities.* The participation of the people in developmental activities organised by these bodies is helping to create leadership in the villages.

Training

A very large trained personnel is essential for the execution of a programme of this nature. Arrangements have been made for training in basic agricultural and extension methods for village level workers. At the end of 1953, the total number of *Gram Sevaks* trained in these centres was 2,592 and another 1,654 were under training. In addition, 306 supervisory personnel have been trained and 260 are under training.

The improvement of rural housing is another important aspect of the community programme. In the first year, over 15,000 rural houses were reconditioned in the community project areas and 1,669 new houses were constructed, all this being done by the people living in these villages.

CHAPTER II

PEOPLE'S PARTICIPATION

An encouraging feature of the operation of the community projects is the popular enthusiasm roused by the programme. The money value of public co-operation amounted to nearly Rs. 1.51 crore as against a total expenditure of Rs. 1.95 crore by the Government. The people have voluntarily provided manual labour, cash, land gifts, etc., for the success of the programme.

A typical form of such contribution was seen on the Prime Minister's birthday. The people working on the projects celebrated the day in a unique manner. They donated gifts worth over Rs. 40 lakh for the Prime Minister in the form of promises to open new schools, contributions of land for school premises, cash for books for the libraries, sports equipment, etc. Promises of 832 schools were received and 2,567 acres of land were thus donated.

Last year also, similar gifts were made by the people in the project areas. They had promised 321 schools. This year the Central Administrator of the Community Projects, Shri S. K. Dey, presented to the Prime Minister on his birthday an album containing photographs of these schools.

A WELCOME DEVELOPMENT

Perhaps no other development programme has aroused

so much public enthusiasm as the national extension and community projects have done. The reason is not far to seek. These touch the life of every individual in rural India. They aim at improving the standard of living and at developing the character of the people. The satisfactory public response that the programme has evoked is a welcome sign in India's national life and proves that the Government need have no fear that a good programme honestly executed is likely to suffer for want of popular support. That "placid, pathetic contentment of the masses" which used to be quoted in the past as reflecting Indian rural life has now been replaced by a desire on the part of the people for a higher standard of living and for freedom from want and fear. Through these programmes people have been given a goal for which they can work to improve their own lot.

There is evidence to show that wherever programmes for improvement have been drawn up after the widest possible discussion with agriculturists and proper arrangements made regarding supplies, they have recorded progress. The success of the Japanese method of cultivating rice in Bombay State may be cited as an example. It is clear that if the results of improved practices are clearly demonstrated and better seeds, improved implements, fertilisers, etc., are available, there is little difficulty in bringing about the necessary change of mental outlook in the rural population.

Attempts are being made to provide employment for surplus labour on the land by the encouragement of indusries subsidiary to agriculture, such as cottage, small-scale and large-scale industries and other alternative occupations. In West Bengal, for instance, the industrialists are being invited to set up small production units in the townships to be built in the community project blocks. In other areas, the main emphasis is on cottage and small-scale industries. Full advantage is being taken of the plans which are being drawn up by the autonomous boards created for the promo-

tion of these industries. Recently a team of experts selected for their knowledge and interest in small-scale industries were invited from outside to conduct intensive studies of such industries in four selected regions and to suggest programmes for their development. Indians possessing competence in this field are working with this team.

There is a good deal of underemployment in rural areas and one of the objectives of the Community Development Programme is to utilise the spare time of the villagers for constructive activities. Even in the irrigated areas of India, there is not more than 8 months' work for the cultivator in the year. In the non-irrigated areas, the period of work is even shorter. Moreover, a very large number of people work only part time in agriculture and are thus largely a drag on the economy. Through the Community Projects and the National Extension Organisation part of the spare time of the people is being utilised for the common good.

The programmes for road construction, digging of wells and tanks and building of schools have roused tremendous enthusiasm among the people. Every one has joined hands, young and old, students and youth. Even policemen and members of the N.C.C. have found time for constructive work and demonstrated that the Services also are keen on taking part in the activities for community uplift. Their initiative has been an example to others.

EMPHASIS ON HUMAN DIGNITY

In the community projects, the Indian villager is being treated, essentially and primarily, as a human being. His advice and co-operation are being sought. His innate human dignity thwarted for centuries is being satisfied and he feels that he has a responsibility to discharge. Mere physical impediments are no obstacle to him; spade in hand he goes out, is joined by others like him and in this way hundred

set up and miles of drains dug. He has given his money and land willingly, blessed with the thought that he is laying the foundations for a prosperous India.

Sakrabai Behn, an old lady of the village of Anantasara in Gujarat, gave away her only earthly possession—three goonthas of land— for the construction of a school in a community project area. When asked why she did so, Sakrabai Behn said: "Why not ? None of my children can read and write because there are no schools here. Now the community project people have come to us to help us. Should I refuse ? They have brought the Ganges down to earth." Sakrabai Behn is not the only one of her kind but typical of the many who have contributed willingly and eagerly towards the progress of the community projects in the country.

PROJECT ADVISORY COMMITTEES

Special steps have been taken by the Community Projects Administration and the State Governments to rouse public enthusiasm for the projects. Efforts have been made to associate, at every level, non-official opinion with the administration of the community projects. Every project has a Project Advisory Committee on which are represented the local Members of Parliament, local Members of the State Assembly, of the District Boards, of the Village Panchayats, of the multi-purpose co-operative societies and representatives of agriculturists and social workers. At the block level, the Block Development Officer similarly takes counsel with non-officials.

The Administration is anxious for the members of the Advisory Committees to show continuous interest in the project work and play a leading part in the formulation and execution of the programmes.

Immediate public response has no doubt been satisfactory, but the most important question is: will the effect be permanent ? To what extent will the enthusiasm of the people continue ? Will the people be able to maintain the works which they have built so enthusiastically ? In short, has there been a change of outlook which is so vital to the improvement of rural conditions ?

It is difficult to answer all these questions. At most what can be said is that the objective is there and the progress so far made seems to indicate that the movement is advancing along the right lines. For example, it will be noticed that nearly 1,100 co-operative societies have been formed and everywhere the emphasis has been to encourage co-operative thinking through the formation of village councils which will organise and direct the work of village development. Actual progress along these lines has not, however, been uniform. Whereas in Madhya Pradesh the *Vikash Mandals* are doing very good work and in Orissa the *Gram Mangal Samities* are functioning efficiently, in certain other States such institutions are not effective enough.

The maximum emphasis in the future must continue to be on the formation of village councils which must take full responsibility for the organisation and direction of village development work. Only then will the public enthusiasm now evoked for the community projects be stabilised and reliable machinery created through which it will be possible to implement nation-building work on a durable basis. The impetus will continue to be provided through the National Extension Service while the village councils will constitute the people's front.

CHAPTER III

TRAINING OF PERSONNEL

THE lack of trained personnel can be a serious limiting factor in the progress of community projects, for a programme which extends to the remotest corners of India and affects rural life in all its aspects cannot be successfully implemented unless a large number of trained people are able to take charge of the various projects and deal with them in a scientific way.

The Indian agriculturist is a multi-purpose man. Apart from being a cultivator, he is an animal husbandry man. He should have some knowledge of engineering so that his agricultural implements are properly cared for and he should also be acquainted with soil science. He may be illiterate, but he is shrewd and has an amazing fund of commonsense. He can be trained to improve his methods of work and mode of life if sound advice and a certain amount of assistance are given him on the spot by people whom he can trust. This is important because the cultivator has no time to go out and seek advice.

Every one of India's 70 million agricultural families has to be approached individually. In order to do this, people chosen to carry the message must be knowledgeable themselves. The knowledge that the cultivator requires is not high philosophy nor the abstruse refinements of science.

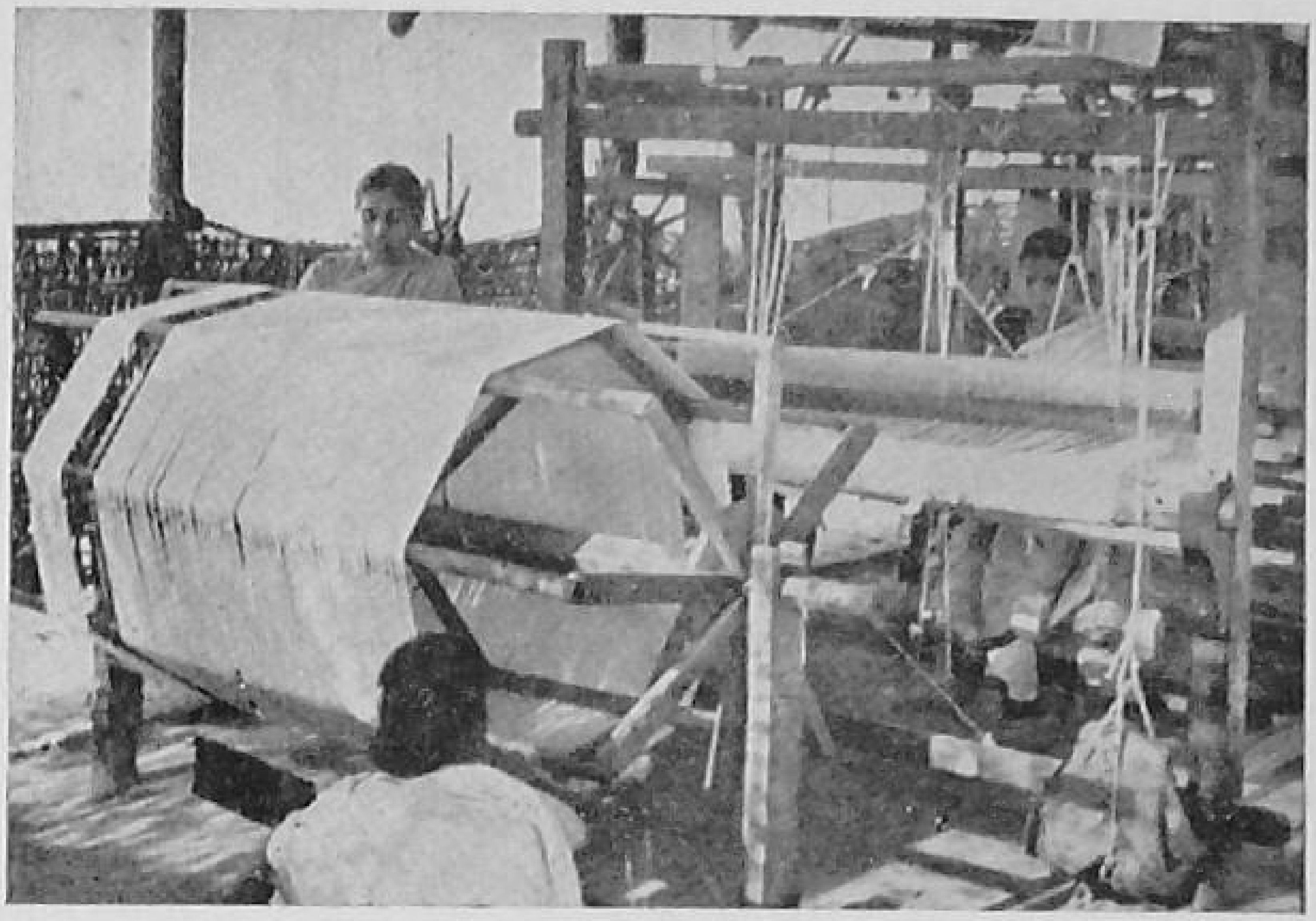
He is interested in the results of research which have proved their efficacy. He has no time to experiment.

GRAM SEVAK

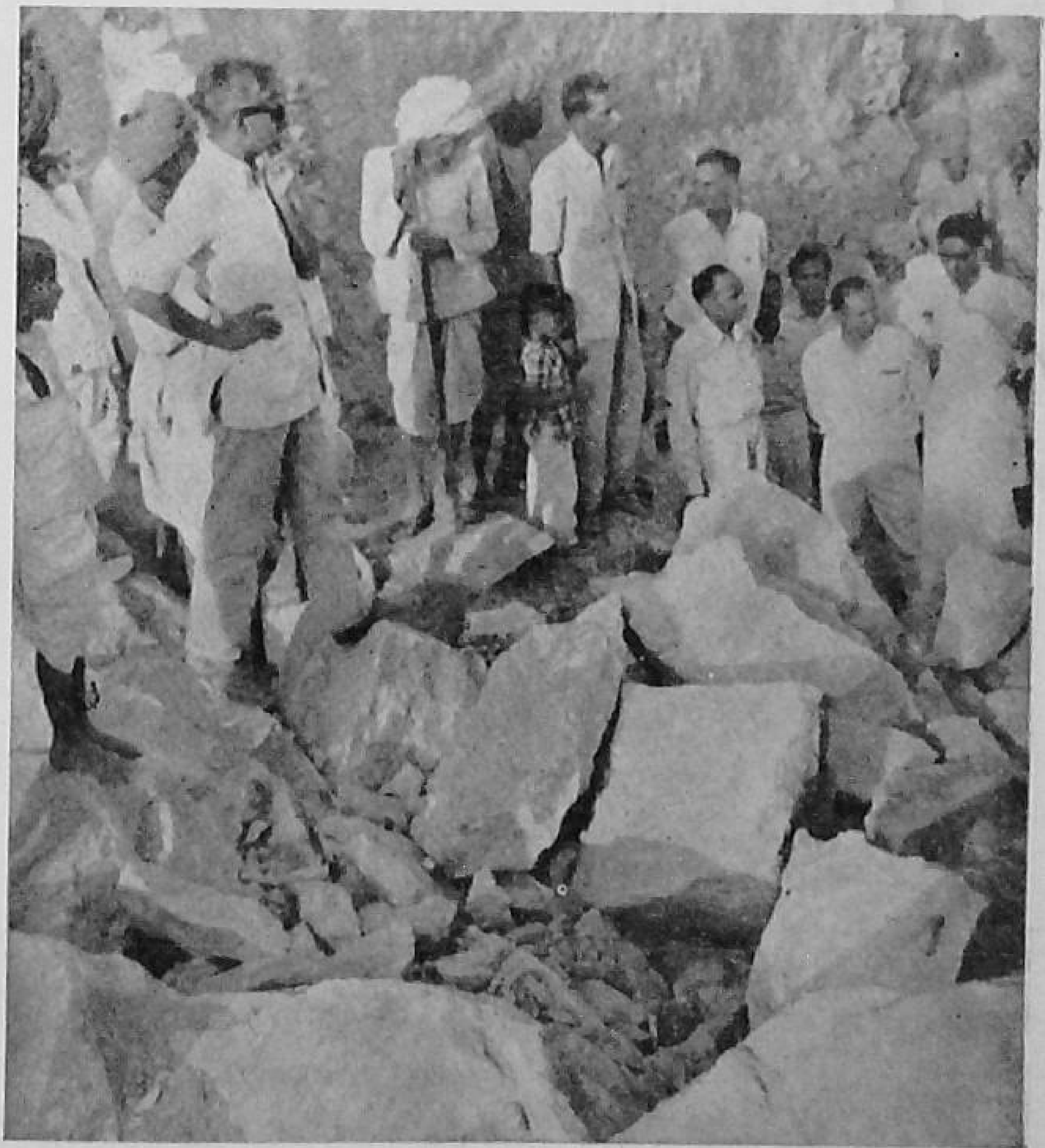
To carry this knowledge to the cultivator, the Community Projects Administration has organised a band of workers called *Gram Sevaks* or Village Level Workers. The *Gram Sevak* has to be a multi-purpose man familiar with almost everything with which village life in India is concerned. He should be thoroughly versed in methods of improved agriculture. He should know something of animal husbandry, ways of improving stock and of preventing disease; he should not only be literate, but able to spread literacy. He should have some knowledge of the rudiments of Public Health, Social Education, Co-operation, the Panchayat System and village crafts. Finally, he should be one among the villagers themselves, so that they can treat him as a friend and take his advice without suspicion. Obviously, such a man has to be carefully selected and properly trained.

REQUIREMENTS OF SKILLED PERSONNEL

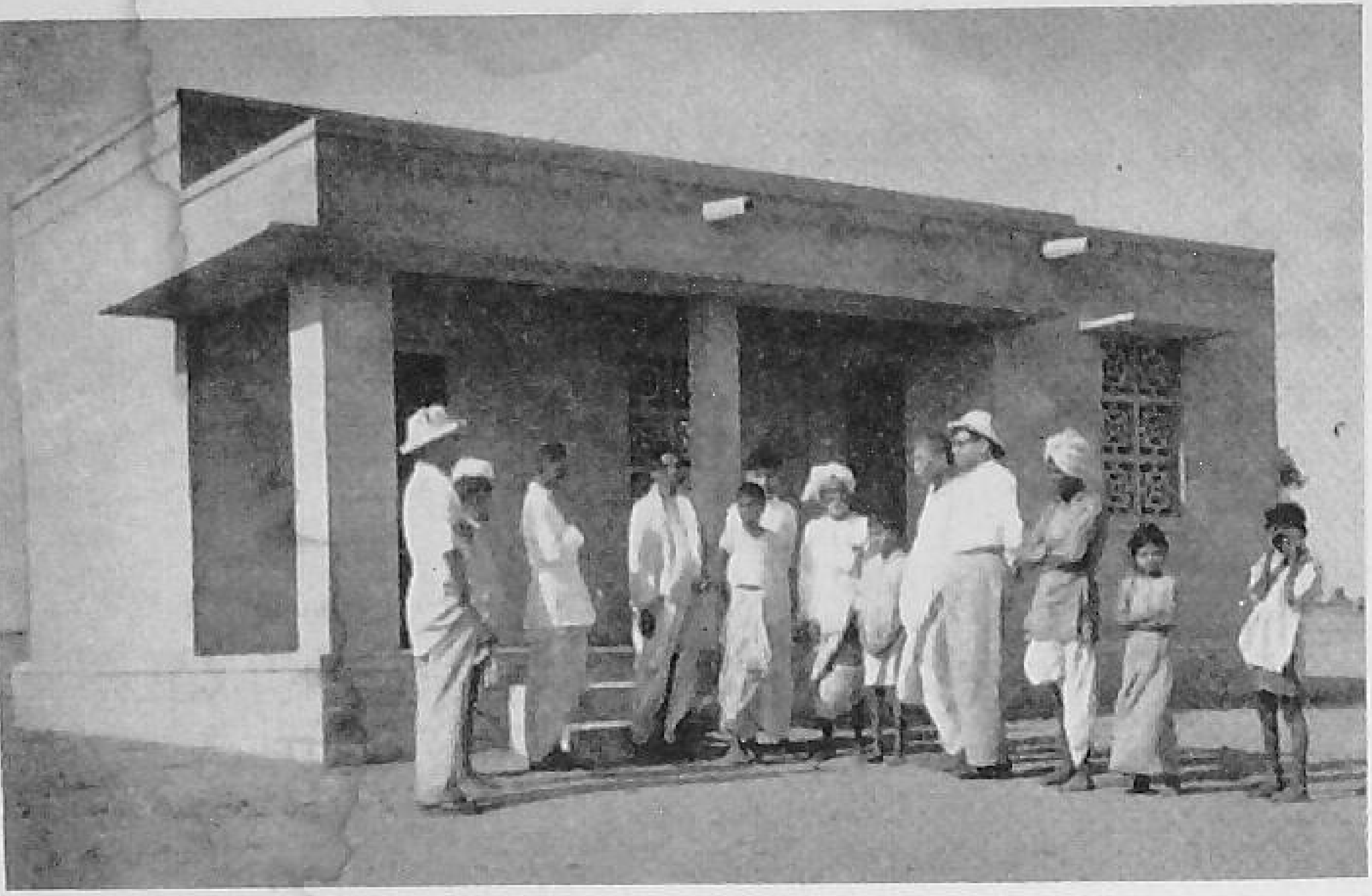
When the entire programme of the National Extension Service visualised for the Five Year Plan period is taken up, 120,000 villages will be covered by it and nearly 75 million rural people will come within its orbit. To serve a programme of this magnitude efficiently, not only will village level workers in thousands be necessary but also a sufficiently large administrative personnel, people trained in agriculture, animal husbandry, co-operation, education, social education, medical and health services and in engineering and arts and crafts will be required. An estimate made of the staff requirements of the National Extension Service-cum-Community Projects to be covered under the Five Year Plan shows the following requirements :



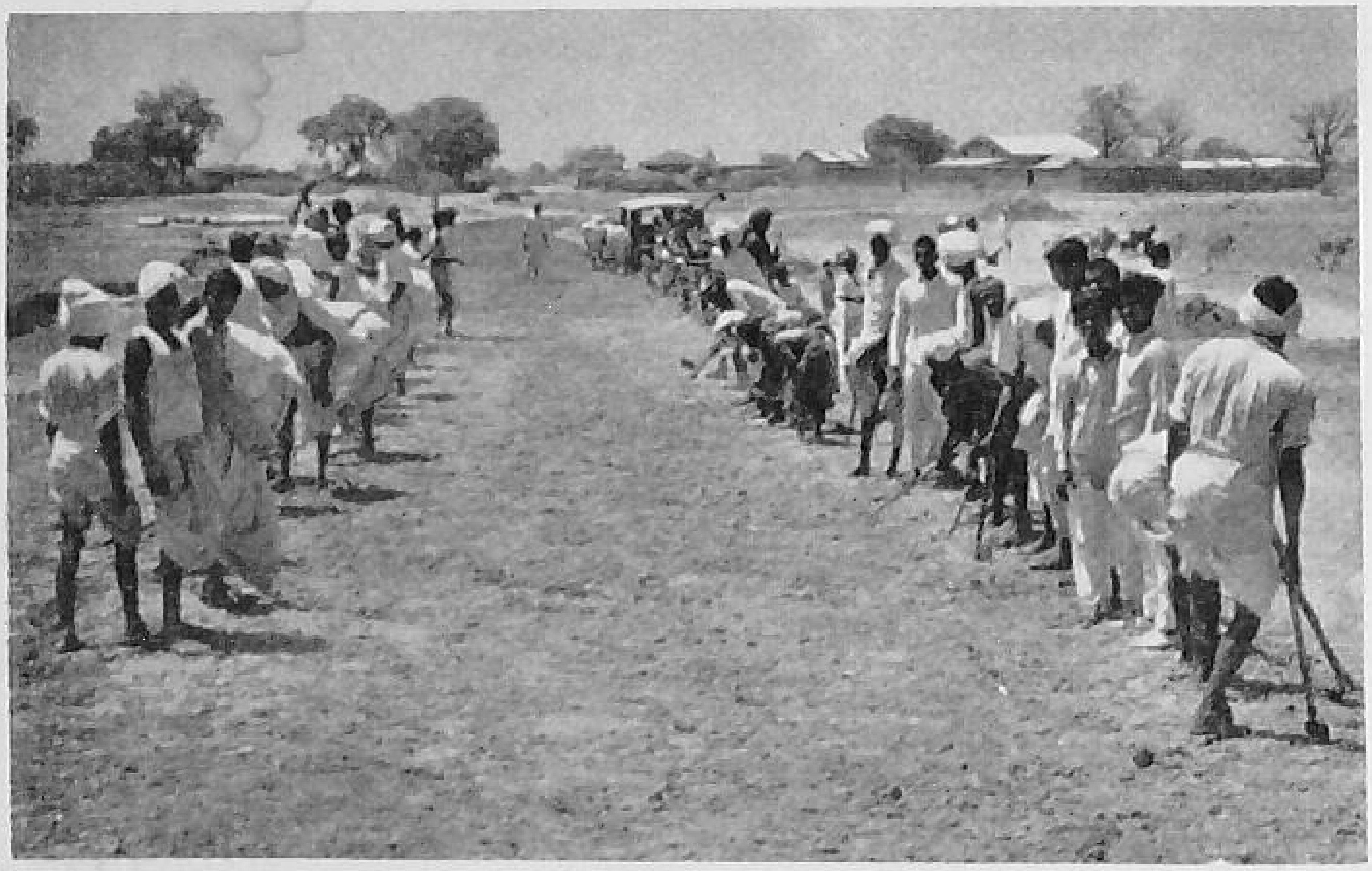
Class in handloom weaving in Jhargram, West Bengal



Huge rock being broken by villagers of Bhadsuri in Ajmer to make a cart-road

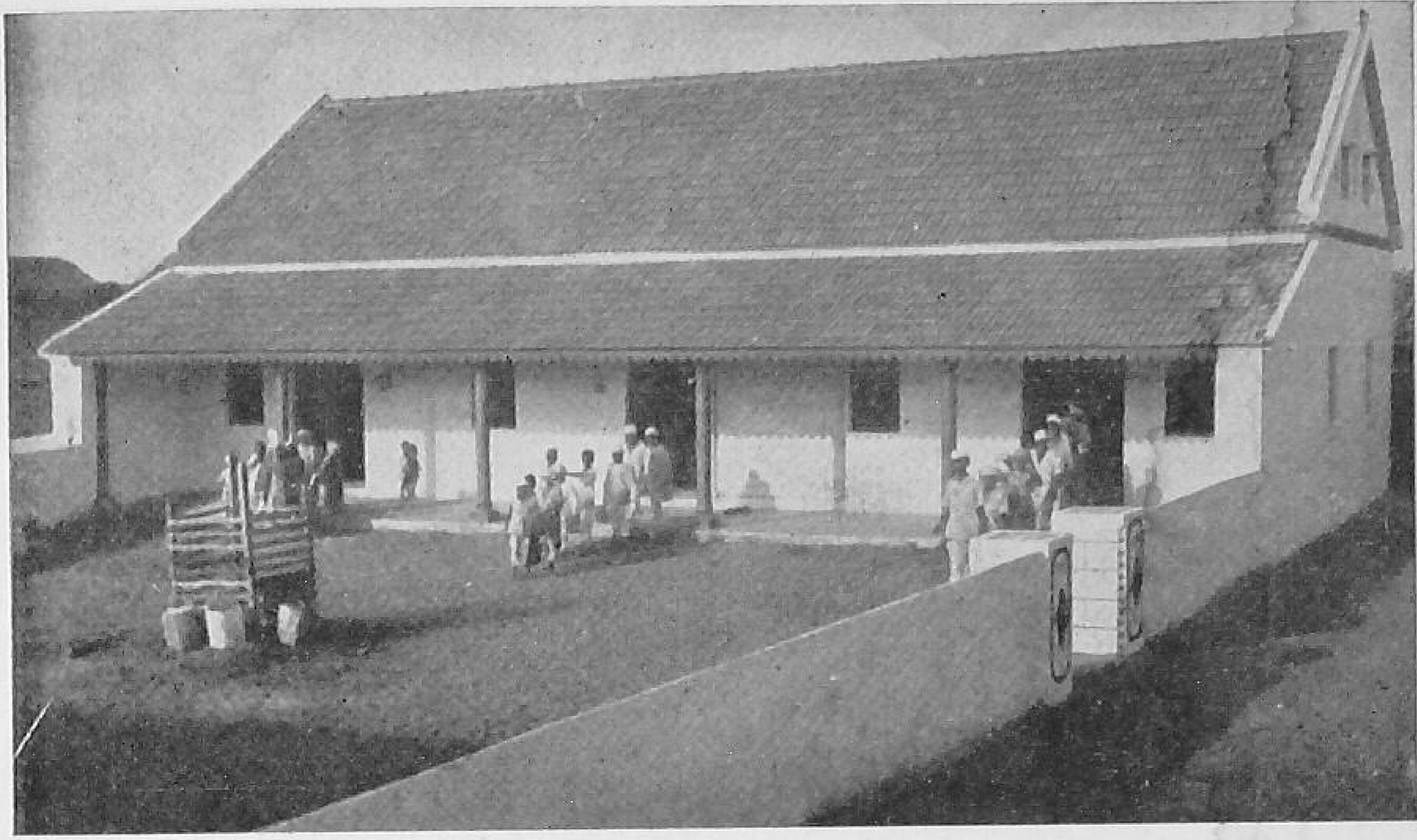


Newly - built Panchayat Ghar at Hoshalli, Tungabhadra project, Hyderabad



Construction of mile-long road at Birkur, Nizamsagar block, Hyderabad

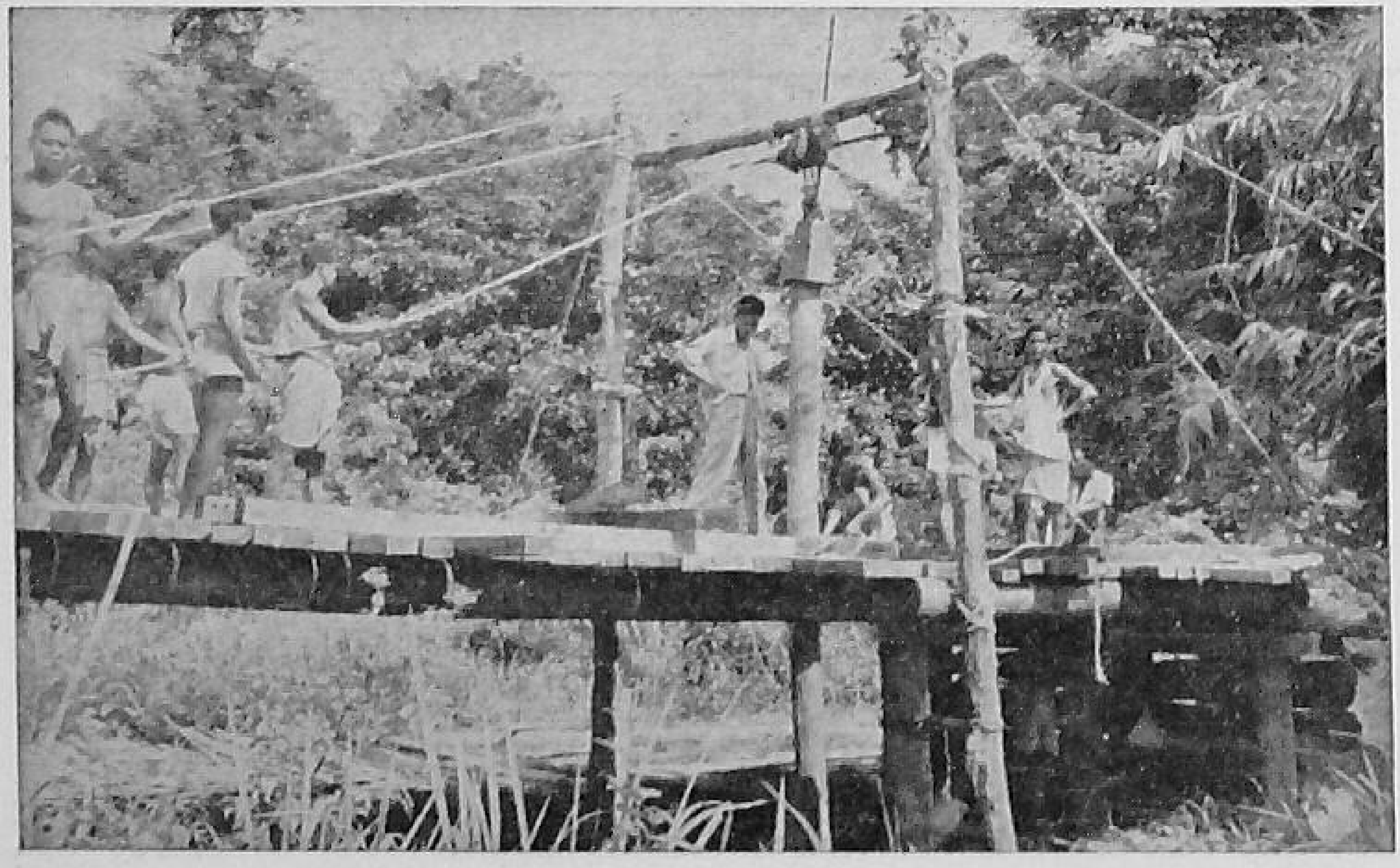
Four months' old fish in tank in Raipur, Madhya Pradesh



School built by people of Gotpar in Kutch

Persian wheel being worked by diesel motor in Bhadson in Pepsu

Improved mangers, Nagwan, Bihar



Wooden bridge being built by villagers in Assam

Project Executive Officer	1,120
Ministerial staff including drivers	12,300
Agricultural Graduates	1,120
Multi-purpose Village Level Workers	12,440
Veterinary Surgeons	1,120
Stockmen	1,240
Messengers	1,240
Co-operative Inspectors	1,120
Schoolteachers	38,440
Graduates in Social Science	207
Social Education Organisers	2,240
Doctors	620
Compounder	620
Sanitary Inspectors	620
Lady Health Visitors	620
Midwives	2,480
Sweepers	1,240
Engineers	207
Overseers	1,740
Arts and Crafts Supervisors	1,240
Arts and Crafts Mechanics	1,860
Total	83,834

CD357

EMPLOYMENT POTENTIALITIES

The requirements of personnel for the National Extension Service also indicate its employment potentialities. One of the most comprehensive rural welfare schemes ever launched by the Government, the National Extension Service is likely to be one of the biggest employers in India. Apart from over 80,000 skilled personnel which will be required during the Plan period, the requirements of unskilled labour will, on an average, be nearly 3 lakhs. As already stated, the aim of the programme is to cover the whole country by the end of the Second Five Year Plan and by the time the present programme is multiplied four times the employment potentialities will be proportionately larger. All this will be permanent employment. Besides the above direct employment, a considerable amount of unemployment in the rural areas will be reduced by reclamation, intensive cultivation, extension of irrigation facilities and promotion of cottage industries.

While the requirements of agricultural graduates, doctors, health service personnel, veterinary surgeons, etc., for the National Extension Service can be met from outside and the Project Executive Officers from the administrative services or by non-officials of proved quality, a large proportion of the staff will have to be trained under the auspices of the Community Projects Administration. This will be with a view to enabling them to acquire the right outlook and approach necessary for working in the rural areas and also to give them those rudiments of knowledge without which their activities would be useless. Such training is necessary for the village level workers and for the social education organisers.

TRAINING PROGRAMME

Special steps have been taken under the auspices of the Community Projects Administration to train village level workers in very large numbers. Thirty-four training centres have been set up in different parts of the country assisted by the Ford Foundation to give extension training to the village level workers. According to the latest information, 2,592 village level workers have been trained and 1,654 are under training; 306 supervisory personnel have also been trained and 260 are under training. Those already trained have been posted to various community project areas.

In addition to providing extension training for which the 34 centres mentioned above have been set up, special steps have also been taken to provide basic training in agriculture and allied subjects to the village level workers. Twenty-two out of the 34 existing Extension Training Centres will have new wings attached to them to provide this basic training in agriculture. In addition, 12 existing agricultural schools are proposed to be reorganised and 22 new ones are to be set up.

To provide trained personnel for social education, 5 training centres were started in April 1953. These centres are situated at Nilokheri, Hyderabad, Gandhigram, Santiniketan and Allahabad. While the first four of these centres are training the social education organisers, the Allahabad centre is training the chief social education organisers. So far, 64 Chief Social Education Organisers and 252 Social Education Organisers have been trained at these centres. The next session begins on January 15, 1954.

Apart from the two training courses mentioned above, special training for certain types of personnel required in the Community Projects is also being arranged. For example, to provide training for Block Development Officers who are at present recruited from the Subordinate Civil Service, three training centres are proposed to be opened on a regional basis from April 1, 1954. A programme for the training of health personnel for the projects has been worked out in conjunction with the Union Ministry of Health. This covers the training of Lady Health Visitors, Midwives and a new category of auxiliary personnel called "Auxiliary Nurse/Midwife" and Dais.

Finally, a special reorientation programme has been arranged for the Health Educators in the various Extension Training Centres as well as for the health personnel already working in the community project areas.

CHAPTER IV

WHAT ARE THE DIFFICULTIES ?

IN the foregoing chapters, an attempt has been made to give, as far as possible, an objective analysis of the progress of the Community Development Programme during the first year of its operation. While there is ground for satisfaction at the public response the programme has evoked and the material benefits it has conferred on the villagers, it has not been entirely smooth sailing. The very novelty of the undertaking, its magnitude and character compelled the Government to be cautious. There was no past experience to go by. New problems arose at every step and obstacles appeared in unexpected quarters. Therefore, every step taken had to be carefully planned.

The main problems confronting the Community Projects Administration were :

(a) to bring about necessary changes in outlook and approach in the official machinery;
(b) to generate active enthusiasm among the people; and
(c) to guide and direct the programme in an effective way so that results can be achieved speedily.

These three problems are constantly before the sponsors of the movement and all activity is bent on arriving at a solution of these.

DEPARTMENTAL CO-ORDINATION

In the past, government approach to constructive problems was departmental, that is to say, a certain scheme used to be the responsibility of a particular department; it was executed in a water-tight compartment, the other departments not even taking an indirect interest in its implementation. In the community projects such piecemeal approach has been abandoned.

The community projects constitute a positive programme of development in which every nation-building department of the Government either at the Centre or in the States has a direct interest. To bring all these departments into a common line of thought and action has not been easy. Even now, the system is far from ideal; even now, after over a year's experience of the Community Programme, there is often lack of co-ordination between departments. Nevertheless, it is encouraging to note a general realisation that the programme's success depends on team work. Indifference, where it exists, is isolated and the community projects have nearly always been the spearhead of all development activities initiated by the Government.

REORIENTATION OF OFFICIAL ATTITUDE

Another problem has been to modify or rather to reorientate the official approach towards the people. In the past, official administration in India consisted largely in the issuing of orders. Such a bureaucratic approach was naturally limited. Before independence, government activities were confined, by and large, to the maintenance of law and order and a few essential public services, mostly in urban areas. It was difficult for such a system to conceive of an organisation in which the official is expected to go to the common man, sit with him like an equal and discuss common problems with the people.

The far-reaching reorganisation of rural life under the Community Development Programme can be achieved only if India transforms herself speedily into the Welfare State enjoined by the Constitution. This means a change in spirit and outlook as well as in structure. Proposals are at present under consideration which, in due course, will make administration, at all levels, including the district, the agency for rural improvement—an "extension" or rural welfare agency. While this change is not yet complete, the process has already begun and there are welcome signs of necessary adjustment and reorientation.

There have been other difficulties, minor in retrospect, but baffling and irritating at the time they arose, for example, problems concerning supplies, equipment, etc. In the initial period, work was held up occasionally because equipment was not available. Some of this had to be brought from abroad under the Indo-U.S. Technical Assistance Programme. The supply position is now generally satisfactory and it is hoped that it will continue to be so.

EXPENDITURE SCHEDULE

A point to notice in the implementation of the Community Development Programme is the amount spent on the projects during the first year. This has been low in proportion to the average expenditure that should have been incurred on the community projects during the period of the Plan. The main reason is that the expenditure in the first year, which was a year of preparation, is generally lower than that of subsequent years. Secondly, lack of trained personnel limited the scope of operations. Thirdly, the contribution of the people—a welcome feature—has been so liberal that government expenditure remained low.

The expenditure schedule is likely to go up consider-

ably in subsequent years. Already, since October 1953, a rising trend has been observed and it is possible that in 1954-55 when work on a large number of projects gathers momentum, not only will the expenditure schedule be maintained but possibly the deficiency of the first year will be made up.

CHAPTER V

CONCLUSION

The community projects have been before the country for more than a year now. At least one out of every 8 villagers in India is receiving attention either under the Community Programme or under National Extension Work.

The foundations are now being laid for a National Organisation which will cover about one-fourth of India by 1955-56. A pattern of social and economic life has been placed before the country which it will be the aim of the Welfare State to bring into existence. There are instances of communities organising themselves on this pattern, but nowhere has the experiment been tried for a vast rural population like ours and in an underdeveloped economy with so many intractable problems.

We cannot afford to fail, for failure will mean the destruction of values which we all cherish. The results so far obtained have been encouraging on the whole, and as administrators and leaders and the village and other associations gain greater experience there are reasons for hoping that the movement will gain ground.

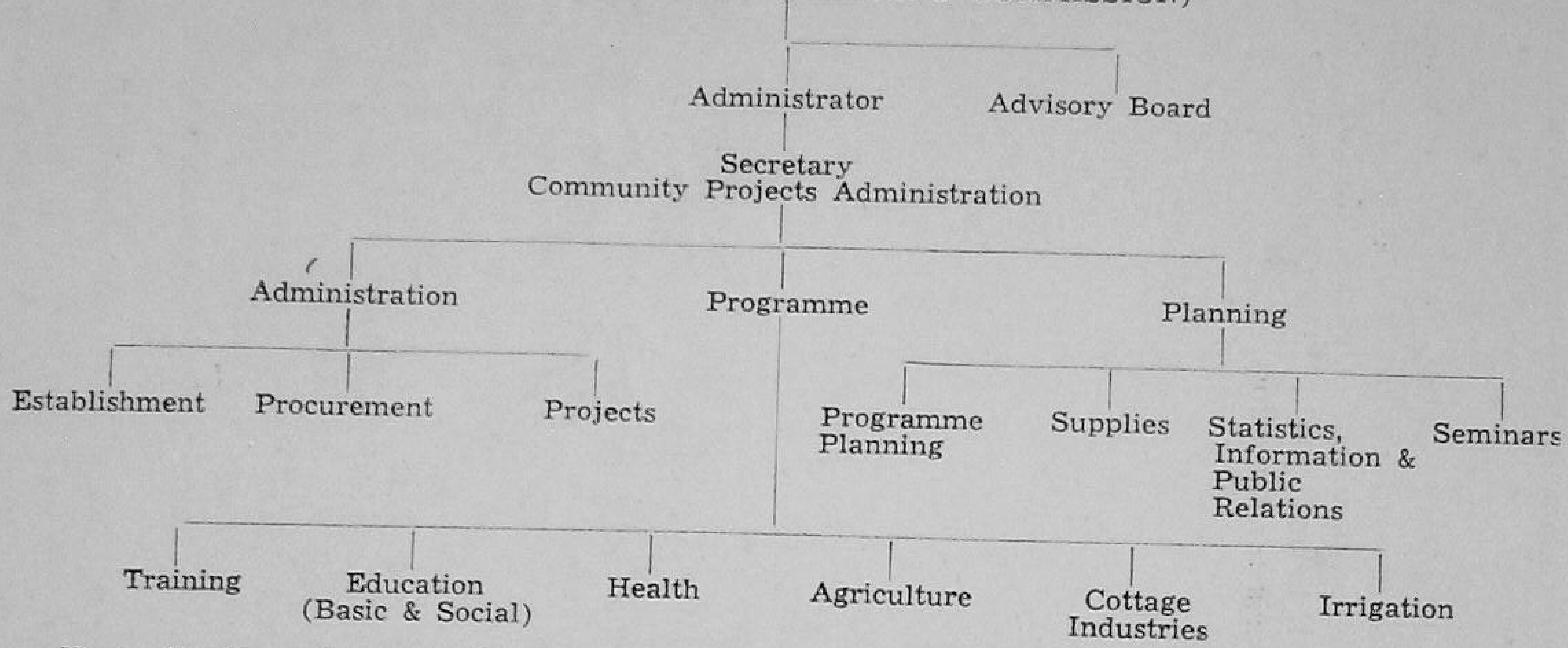
What is essential is that, while basing itself on a sound system of co-operative finance, the movement should always retain its vigour and dynamism as a genuine people's

movement, ever adapting itself to new demands and new situations.

Ours is a great country. We are a nation of 360 millions. Our present resources may be limited but our man-power is stupendous. Granted the will, the nation can raise itself to any height. The Community Programme provides a basis for the effort.

ANNEXURE A

ADMINISTRATIVE SET-UP OF COMMUNITY PROJECTS CENTRAL COMMITTEE (PLANNING COMMISSION)



NOTE.—The Central organisation keeps direct touch with the State Governments which are in charge of the execution of the programmes. Central assistance is in the form of guidance, advice, financial assistance, procurement of supplies and equipment, arrangements for training of personnel, etc.

At the State level, the projects are administered by the Development Commissioner of the State Government under the supervision of the State Development Committee and guidance from the Central Community Projects Administration and the Central Committee.

Each community project is in charge of a Project Executive Officer who is responsible to the Develop-

ment Commissioner through the Collector who co-ordinates all development activities in the district. A Project Advisory Committee consisting of non-officials assists the Project Executive Officer in planning and implementation of the programme.

The Project Executive Officer is assisted by Block Development Officers, technical officers in various fields, Social Education Organisers and *Gram Sevaks* or village level workers.

The pivot of the whole machinery is the *Gram Sevak*. He is the direct link between the village and the administration. His duty is to guide and assist village development work which, with the beginning of community projects, is being organised in some States through specially setup village councils, *panchayats*, etc.

ANNEXURE B

P = Full Project
D = Development Block

Statement showing progress of work in Community Projects from October 1952 *to September* 1953 *in States*

		Part 'A' States† (33P & 15D)	Part 'B' States‡ (9P & 8D)	Part 'C' States (2P & 9D)	Total (44P & 32D)
Agr.	1. Compost pits dug	97,831	41,603	8,334	147,768
	2. Fertilisers distributed (mds.)	508,948*	111,768 + 60,833 bags	7,185	627,901 + 60,833 bags
	3. Seeds distributed (mds.)	160,539	38,197	16,307	215,043
	4. Implements distributed (no.)	3,367	3,538	1,978	8,883
	5. Demonstration farms started	374	68	..	442
	6. Area brought under fruits (acres)	3,141	7,398	1,186	11,725

* Besides chemical fertilisers, town compost, green manure or manure mixture have been included for some States

† Information for Andhra and the Punjab relates to the period from October 1952 to June 1953

‡ Information for Mysore relates to the period from October 1952 to June 1953

		Part 'A' States† (33P & 15D)	Part 'B' States‡ (9P & 8D)	Part 'C' States (2P & 9D)	Total (44P & 32D)
	7. Area brought under vegetables (acres)	7,071	2,388	6,447	15,906
Reclam.	8. Area reclaimed (acres)	22,985	23,845	8,138	54,968
Irrig.	9. Additional area brought under irrigation (acres)	98,625	18,803	12,901	130,329
An. Husb.	10. Breeding & A.I. centres started	147	8	5	160
	11. Bulls castrated	42,042	8,130	8,911	59,083
	12. Pedigree bulls supplied	283	83	47	413
	13. Pedigree birds supplied	4,886 + 94 doz. eggs	853	..	5,739 + 94 doz. eggs
	14. Cattle inoculated & vaccinated	898,645	139,879	57,387	1,095,911
	15. Cattle treated	191,601	74,577	53,290	319,468
	16. Fisheries: fingerlings supplied	1,862,995	..	301,432	2,164,427
Health & Rur. San.	17. Soakage pits constructed	11,604	2,462	934	15,000
	18. Rural latrines	1,969 + 979 urinals	112	67	2,148 + 979 urinals
	19. Drains constructed (yds.)	111,710	1,784	2,448	115,942
	20. Wells constructed	961 + 12 tube-wells	134	226	1,321 + 12 tube-wells
	21. Wells renovated	8,238	314	183	8,735
Ed.	22. Schools converted into basic schools	140	39	46	225
	23. New schools started	962	303	103	1,368
Soc. Ed.	24. A. E. centres started	2,701	522	333	3,556
	25. Adults under training	42,340	13,286	3,516	59,142
	26. Recreation centres started	2,448	287	133	2,868

		Part 'A' States‡ (33P & 15D)	Part 'B' States‡ (9P & 8D)	Part 'C' States (2P & 9D)	Total (44P & 32D)
	27. Community entertainments organised	3,216	512	780	4,508
Comm.	28. Pucca roads constructed (miles)	121	12	12¾	145¾
	29. Kuccha roads constructed (miles)	1,797	564	930	3,291
Arts & Crafts	30. No. under training	512	N.I.	N.I.	512
	31. Additional employment (no.)	1,261	N.I.	..	1,261
	32. Co-operative societies formed (nos.)	892 + 49 convd. into M.P.	58	96	1,046 + 49 convd. into M.P.
VLW.	33. No. under training	813	283	24	1,120*
	34. No. completed training	1,493	351	161	2,005*
Works	35. Village houses constructed	597	397	675	1,669
	36. Village houses reconditioned	14,225	900	N.I.	15,125
People's Contribs.	37. Labour (value Rs. '000)	4,584	1,284	1,007	6,875
	38. Cash and other contributions (value Rs. '000)	4,957	2,300	1,003	8,260
	39. Total Govt. expenditure (Rs. '000)	13,610	3,287	2,558	19,455

N.I.—Not indicated. * In a number of instances, the State Governments have not furnished this information.

ANNEXURE C

Community Projects Statement showing the location of 55 Community Projects allotted on October 2, 1952

PART 'A' STATES

1. Assam (2 *Projects and* 2 *Development Blocks*) :
   - (1) Cachar district (Sonai-Silchar-Hailakandi Tehsils)
   - (2) Darrang district (Mouzas-Dakua-Harisinga-Ambagaon-Barsilajhar-Orang-Dkokiajuli Tehsils)
   - (3) Garo Hills—Goalpara area (One Development Block).
   - (4) Golaghat-Mikir Hills area (One Development Block)

2. Bihar (4 *Projects and* 1 *Development Block*) :
   - (1) Pusa-Samastipur-Begusarai area
   - (2) Dehri-Bhabua-Mohania area
   - (3) Ormanjhi-Ranchi-Mandi area
   - (4) Jehanabad-Ekangarsarai-Bihar-Barbigha area
   - (5) Santhal Parganas-Raneshwar Block (One Development Block)

3. Bombay (4 *Projects and* 1 *Development Block*) :
   - (1) Mehsana District (Vijaypur-Kaolo Tehsils)
   - (2) Kolhapur District (Karneer-Panhala Tehsils)
   - (3) Thana - Kolaba Districts (Kalyan-Karjat - Khalapur Tehsils)
   - (4) Belgaum District (Hukkeri-Gokak Tehsils)
   - (5) Sabarkantha District - One Development Block.

4. Madhya Pradesh (4 *Projects*) :
   - (1) Rice zone—Raipur-Dhamtari
   - (2) Wheat zone—Hoshangabad-Sohagpur
   - (3) Juar zone—Amravati-Morsi-Daryapur
   - (4) Bastar District

5. Madras (6 *Projects*) :
   - (1) Kurnool-Cuddapah Canal area
   - (2) Coimbatore (Gobi-Erode-Bhavani-Dharapuram Tehsils)
   - (3) Malabar (Palghat)
   - (4) East Godavari (Kakinada - Poddapuram).
   - (5) South Kanara (Karkal - Mangalore)
   - (6) Madurai (Nilakottai - Melur - Madurai)

6. ORISSA (3 *Projects*) :

(1) Kalahandi District (Dharamgarh Sub-Division)
(2) Balasore District (Bonth - Tihiri - Bhadrak Police Stations)
(3) Ganjam District (Ghumsur Tehsil)

7. PUNJAB (4 *Projects plus 3 Development Blocks*) :

(1) Gurdaspur District (Batala Tehsil)
(2) Ambala District (Jagadhri Tehsil)
(3) Jullundur District (Nawanshahr Tehsil)
(4) Nilokheri - One Development Block
(5) Faridabad - Two Development Blocks
(6) Rohtak District - (Sonepat Tehsil).

8. UTTAR PRADESH (6 *Projects*) :

(1) Gorakhpur District (Maharaj Ganj - Sadar Tehsils)
(2) Azamgarh District (Ghosi - Mohommadabad - Gohana Tehsils)
(3) Faizabad District (Bikapur Tehsil)
(4) Mainpuri Tehsil
(5) Jhansi District (Garautha-Mauranipur Tehsils)
(6) Almora Tehsil

9. WEST BENGAL (8 *Development Blocks equivalent to 3 Projects of composite type*) :

(1) Birbhum District (Sadar Tehsil)
(2) Birbhum District (Rampurhat Tehsil)
(3) Birbhum District (Sadar Sub-Division)
(4) Burdwan District (Burdwan - Sadar - Katwa Tehsils)
(5) Burdwan District (Burdwan - Sadar Tehsils)
(6) 24 Parganas (Sadar Tehsil).
(7) Midnapore District (Jhargram Tehsil)
(8) Naida District (Ranighat Sub-Division)

PART 'B' STATES

10. HYDERABAD (2 *Projects and* 1 *Development Block*) :

(1) Nizamsagar Area
(2) Raichur District (Koppal - Gangavati - Sindhnoor Area)
(3) Warrangal District - Laknawaram Area - (One Development Block)

11. MADHYA BHARAT (2 *Projects*) :

(1) Gird District (Ghatigaon - Pichhore Tehsils)
(2) Nimar District (Rajpur - Kasraward Tehsils)

12. MYSORE (1 *Project*) :

(1) Shimoga District (Shikaripur - Sorab Area)

13. PEPSU (1 *Project*) :

(1) Dhuri Tehsil

14. Rajasthan (7 *Development Blocks*) :

(1) Bikaner - Ganganagar District (Rai Singhnagar and Anopgarh Tehsils)
(2) Sawai Madhopur District (Hindaun Tehsil)
(3) Alwar - Alwar District
(4) Kotah - Kotah District (Baran Tehsil)
(5) Jodhpur - Pali District (Jodhpur)
(6) Udaipur - Udaipur District (Rajsamand & Relmagra Tehsils)
(7) Bhil Area - Dungarpur District (Scheduled tribes)

15. Saurashtra (1 *Project*) :

(1) Sorath District (Manavadar - Vanthali Tehsils)

16. Travancore-Cochin (2 *Projects*) :

(1) Kannathunad - Chalakudi Area (Trichur District)
(2) Nehyyattinkara - Vilavancode Area (Trivandrum District)

PART 'C' STATES

17. Ajmer (1 *Development Block*) :

(1) Ajmer Sub-Division

18. Bilaspur (1 Development Block) :

(1) Saddar Tehsil

19. Bhopal (1 *Project*) :

(1) Sehore and Raisen Districts (Goharganj - Huzoor - Sehore - Ichhawar Tehsils)

20. Coorg (1 *Development Block*) :

(1) Shanivarsanthe Hobli - Somwarpet Nad - Fraserpet Hobli - Notified Areas

21. Delhi (1 *Development Block*) :

(1) Alipur Area

22. Himachal Pradesh (1 *Project*) :

(1) Sirmur - Paonta Tehsils
(2) Mandi - Sadar - Sarbaghat - Chachiot - Sundernagar, Kunihar

23. Kutch (1 *Development Block*) :

(1) Nakhatrana - Bhuj Tehsils

24. Manipur (1 *Development Block*) :

(1) Thoubal Tehsil

25. Tripura (1 *Development Block*) :

(1) Nutanhaveli and Old Agartala

26. VINDHYA PRADESH (1 *Development Block*) :

(1) Parts of Nagod and Raghuraj Tehsils

27. N.E.F.A. (1 *Development Block*) :

(1) Pasighat Community Development Block (Abor Hills district)

28. JAMMU & KASHMIR (3 *Development Blocks*) :

(1) Ladhak District
(2) Mansur in Jammu District
(3) Budgam in District Srinagar

Total Community Development Blocks allotted for 1952-53 is equal to 167 (including 3 blocks for Jammu & Kashmir)

Note—Work was inaugurated on 77 Community Development Blocks on October 2, 1952, on 67 Blocks in June 1953 and on another 23 Blocks in October 1953

ANNEXURE D

Statement showing Allotment of 53 Community Project Blocks on October 31, 1953

PART 'A' STATES

1. ASSAM (3 *Development Blocks*) :
   (1) North Lakhimpore Block consisting of 8 mouzas of the Ranganadi circle of the Lakhimpore District
   (2) Nowgong Block consisting of whole or parts of seven mouzas of the Nowgong District
   (3) Lushai Hills, District Lushai Hills

2. BIHAR (2 *Development Blocks*) :
   (1) Shikarpur Development Block, District Champaran
   (2) Hura Development Block, District Manbhum

3. BOMBAY (6 *Development Blocks*) :
   (1) Vallia Mahal and some villages in Jhagdia Taluk, Broach District
   (2) Kalol Panchmahals District
   (3) Mandangad & some villages in Dapoli Taluk in Ratnagiri District
   (4) Baglan in Nasik District
   (5) Shahada in West Khandesh District
   (6) Indi in Bijapur District

4. MADHYA PRADESH (4 *Development Blocks*) :
   (1) Waraseoni Block, District Balaghat
   (2) Bohuriband Block, District Jabalpur
   (3) Chikhali Block, District Buldana
   (4) Bazag-Karanjia Block, District Mandla

5. MADRAS (4 *Development Blocks*) :
   (Excluding 2 for Andhra)
   (1) Chingleput Block in District Chingleput
   (2) Ambasamudram Block in District Tirunelveli
   (3) Chidambaram Taluk in District South Arcot
   (4) Dindigal and Nilokothai Taluks in District Madurai

Note—Of the 53 development blocks allotted for 1953-54, 51 blocks were inaugurated in October 1953

6. ORISSA (3 *Development Blocks*) :

(1) Sundargarh Block District Sundargarh
(2) Nayagarh Block, District Puri
(3) Bargarh Tehsil Block, District Sambalpur

7. PUNJAB (4 *Development Blocks*) :

(1) Taran Taran, District Amritsar
(2) Kulu, District Kangra
(3) Thanesar, District Karnal
(4) Naraingarh, District Ambala

8. UTTAR PRADESH (8 *Development Blocks*) :

(1) Bah—District Agra
(2) Dataganj-cum-Jalalabad—Basin of the river Sot in District Badaun and Shahjahanpur respectively
(3) Deoband—District Saharanpur
(4) Domariaganj—District Basti
(5) Dudhi—District Mirzapur
(6) Jaunsar Bawar-cum-Jaunpur Rawain—Basin of the river Jamuna in Districts Dehra Dun and Tehri (Garhwal) respectively
(7) Phulpur in Allahabad District
(8) Bhilangana Tehri—Garhwal District

9. WEST BENGAL (3 *Composite Blocks*) :

(1) Habra Block, Sub-division Baraset, District 24-Parganas
(2) Sonamukhi Block, District Bankura
(3) Dinhata Block, District Cooch Behar

PART 'B' STATES

10. HYDERABAD (2 *Development Blocks*) :

(1) Bendsura in Bhir District
(2) Block in Nanded District

11. MADHYA BHARAT (2 *Development Blocks*) :

(1) Talen Block, Narsingarh-Sarangpur Tehsils, District Rajgarh
(2) Mandsaur Block in Malhargarh and Neemuch Tehsils

12. PEPSU (1 *Development Block*) :

Bhatinda Block, District Bhatinda

13. RAJASTHAN (2 *Development Blocks*) :

(1) Nagar Pahari Govindgarh (District Bharatpur, Alwar and Jaipur Division)
(2) Maulasar (District Nagore-Jodhpur Division)

14. SAURASHTRA (1 *Development Block*) :

Kalawad Development Block, District Halar

15. TRAVANCORE-COCHIN (1 *Development Block*) :

Ambalapuzha, Prakkad, Thakazhi, Nedumudi, Champakulam and Kainakari consisting of the Pakuthies of Alleppey (excluding the municipal area). Revenue district of Quilon

PART 'C' STATES

16. BHOPAL (1 *Development Block*) :

Raisen Tehsil Block in Raisen District

17. BILASPUR (1 *Development Block*) :

Ghumarwin Block in Tehsils Sadar and Ghumarwin

18. COORG (1 *Development Block*) :

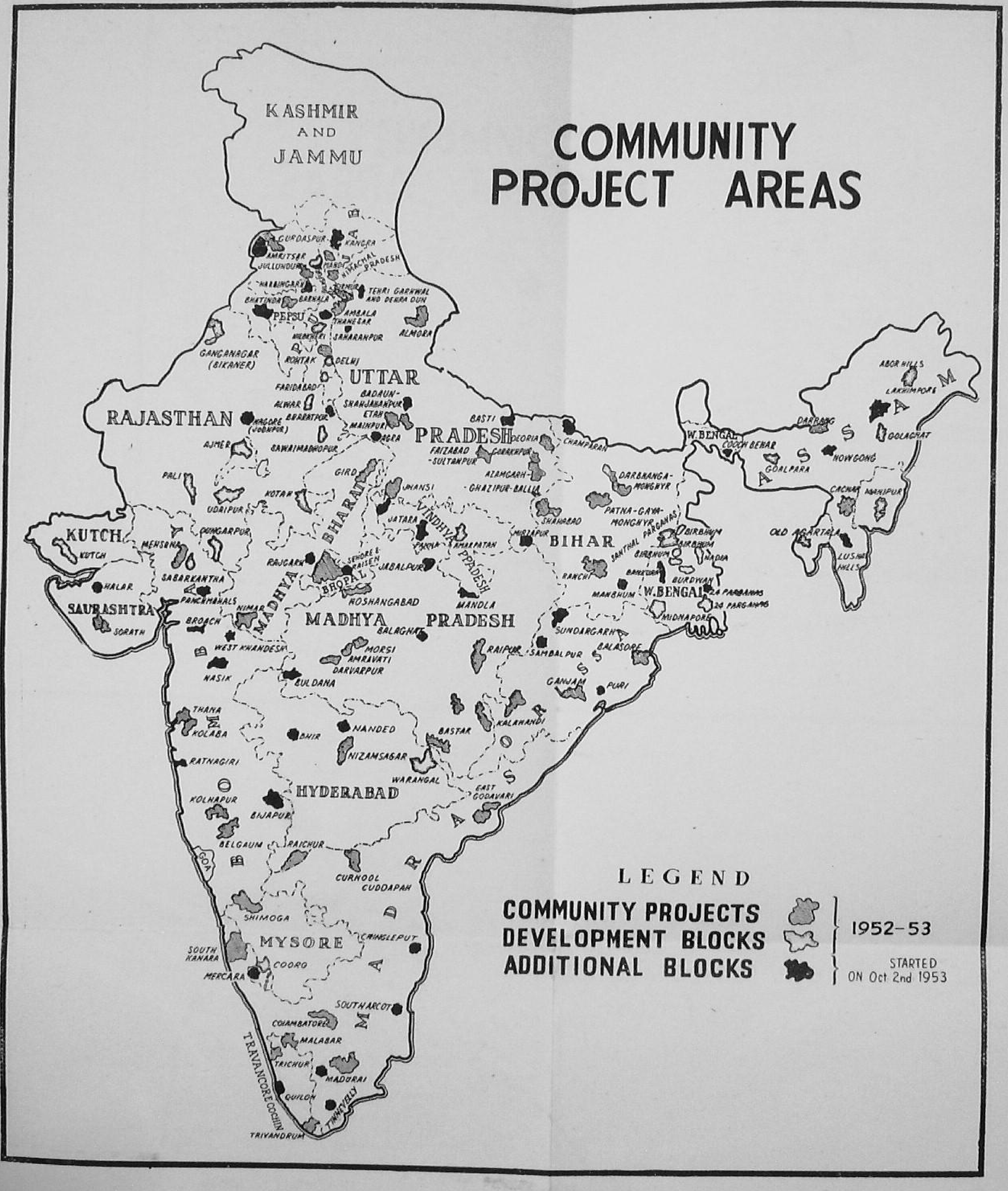
Development Block consisting of Mercara, Bhagamandala, Napoklu and Ammathinad (Revenue Division)

19. VINDHYA PRADESH (2 *Development Blocks*) :

(1) Panna Block, in part of Panna and part of Pawai Tehsil in the Panna District

(2) Jatara Block in the District of Tikamgarh.

Total 53 Blocks


COMMUNITY PROJECT AREAS
KASHMIR AND JAMMU
GURDASPUR
KANGRA
AMRITSAR
JULLUNDUR
MANDI
HIMACHAL PRADESH
TEHRI GARHWAL AND DEHRA DUN
BHATINDA
BARNALA
PEPSU
AMBALA
THANESAR
SAHARANPUR
ALMORA
GANGANAGAR (BIKANER)
ROHTAK
DELHI
UTTAR
FARIDABAD
ALWAR
BADAUN-SHAHJAHANPUR
ETAH
MAINPURI
AGRA
RAJASTHAN
NAGORE (JODHPUR)
BHARATPUR
AJMER
SAWAIMADHOPUR
PRADESH
BASTI
DEORIA
GORAKHPUR
CHAMPARAN
FAIZABAD-SULTANPUR
AZAMGARH-GHAZIPUR-BALLIA
DARBHANGA-MONGHYR
PATNA-GAYA-MONGHYR
SHAHABAD
PALI
GIRD
JHANSI
KOTAH
UDAIPUR
DUNGARPUR
JATARA
VINDHYA PRADESH
AMARPATAN
MIRZAPUR
BIHAR
SANTHAL PARGANAS
BIRBHUM
NADIA
BURDWAN
BANKURA
RANCHI
MANBHUM
W. BENGAL
24 PARGANAS
MIDNAPORE
KUTCH
MEHSANA
SABARKANTHA
PANCHMAHALS
HALAR
SAURASHTRA
SORATH
RAJGARH
SEHORE & RAISEN
BHOPAL
JABALPUR
HOSHANGABAD
MANDLA
MADHYA BHARAT
BROACH
NIMAR
MADHYA PRADESH
BALAGHAT
WEST KHANDESH
MORSI
AMRAVATI
DARVARPUR
RAIPUR
SAMBALPUR
SUNDARGARH
BALASORE
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KALAHANDI
NIZAMSAGAR
WARANGAL
RATNAGIRI
BOMBAY
HYDERABAD
EAST GODAVARI
KOLHAPUR
BIJAPUR
BELGAUM
RAICHUR
GOA
CURNOOL
CUDDAPAH
SHIMOGA
MYSORE
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CHINGLEPUT
COORG
MERCARA
SOUTH ARCOT
MADRAS
COIMBATORE
MALABAR
TRICHUR
MADURAI
QUILON
TINNEVELLY
TRIVANDRUM
TRAVANCORE COCHIN
ABOR HILLS
LAKHIMPORE
ASSAM
DARRANG
GOLAGHAT
W. BENGAL
COOCH BEHAR
NOWGONG
GOALPARA
CACHAR
MANIPUR
OLD AGARTALA
LUSHAI HILLS
LEGEND
COMMUNITY PROJECTS
DEVELOPMENT BLOCKS
ADDITIONAL BLOCKS
1952–53
STARTED ON Oct. 2nd 1953

PRINTED BY THE PRODUCTION OFFICER,
UNITED PRESS, OLD SECRETARIAT, DELHI

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CD: ~~384~~

THE PUBLICATIONS DIVISION
Ministry of Information and Broadcasting
Government of India

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PRICE
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